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ABSTRACT

This booklet on elementary and secondary education sets out the policy position reached by the Government of New Zealand following its consideration of the implications of the extensive reform of educational administration recommended by the Picot task force. It outlines the most thoroughgoing changes to the administration of education in the history of the country. The six sections of the booklet detail what will happen under the new system of educational administration. Section 1 discusses administration at the local level. Section 2 describes central agencies, such as the Ministry of Education, a Review and Audit Agency, and a Parent Advocacy Council. Section 3 covers national issues impinging on the local level, such as equity issues, Maori interests, and teacher training. Section 4 concerns special teaching groups and resources, such as early childhood advisers and education officers in museums, zoos, and art galleries. Section 5 deals with practical issues of schooling, such as compulsory schooling, curriculum decisions, and enrollment schemes. In conclusion, section 6 provides guidelines for implementing the changeover to the new system of educational administration which will take place on October 1, 1989. (RH)

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Tomorrow's Schools

The Reform of Education Administration in New Zealand

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the Rt. Hon. David Lange
Minister of Education

Tomorrow's Schools

The Reform of
Education Administration
in New Zealand

August 1988

I know of no safe depository of the ultimate power of the society but the people themselves and if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion.

Thomas Jefferson

Ki aku whakaaro ma te iwi ano e pupuri te mana tuturu mo nga ahuatanga whakahaere kei roto i a ratou, mehemea hoki ki o tatou whakaaro e he ana ta ratou whakahaere, kaua e raupaturia te mana kei a ratou, engari awhinatia ratou kia mohio ai, kia tika ai, nga whakahaere.

The Education of Our Children— Your Chance to be Involved

In our children lies our future. The education they receive shapes them individually and as members of a larger society.

Our children will not receive the education to which they are entitled unless our administration of education is effective.

That is why the Government has given priority to administrative reform in education.

When the report of the Picot taskforce, *Administering For Excellence*, was released on 10 May, I acknowledged the broad merits of the model it proposed. It seemed to me to be a good mixture of responsiveness, flexibility and accountability. It placed decision making as close as possible to the point of implementation. The members of the taskforce which devised that model—Brian Picot, Peter Ramsay, Margaret Rosemergy, Colin Wise and Whetu Wereta—cannot be thanked sufficiently for the care and thoughtfulness which marked their work.

The Government sought a response to the report both from the general public and educationalists. The Associate Minister of Education and other colleagues joined me in conducting a series



of inquiries throughout the country. More than 20,000 responses to the report have been studied.

The need for reform was generally accepted.

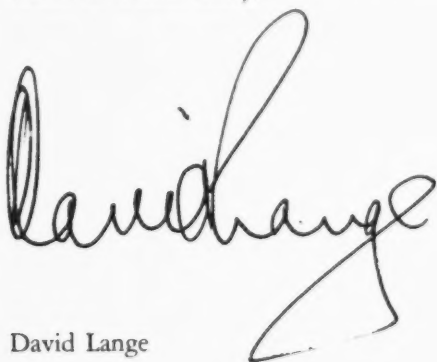
Tomorrow's Schools sets out the policy position the Government has reached following its consideration of the implications of such far-reaching reform. Much of it is an affirmation of the Picot proposals. There are some additions of detail. In some areas the Government has chosen to depart from the taskforce's recommendations.

The booklet concentrates upon primary and secondary education. Two other working parties are considering early childhood care and education and post-compulsory education and training. Their reports will be released separately.

The Government is certain that the reform it proposes will result in more immediate delivery of resources to schools, more parental and community involvement, and greater teacher responsibility. It will lead to improved learning opportunities for the children of this country. The reformed administration will be sufficiently flexible and responsive to meet the particular needs of Maori education.

The revitalised education administration outlined in this document will do justice not only to the many able people who work in education but also, and critically, to our children and young people.

This is one of the most important proposals for education reform ever announced by any New Zealand Government. I commend its careful study.

A large, stylized handwritten signature in black ink, which appears to read 'David Lange'. The signature is fluid and cursive, with a large loop at the end.

David Lange

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Introduction

Tomorrow's Schools outlines the most thoroughgoing changes to the administration of education in our history. In a system as complex as education, not every last detail of how the new system will operate can be established at this stage. *Tomorrow's Schools* is a statement of the Government's intent—an Implementation Unit and an Officials Committee reporting to the Cabinet Social Equity Committee will investigate specific structures, issues and operational requirements. In addition, the Government is about to receive and consider the reports of two working groups: one, on early childhood care and education; the other, on post-compulsory education and training.

The reform of education administration is based on the following principal features:

- ¶ Institutions will be the basic "building block" of education administration, with control over their educational resources—to use as they determine, within overall guidelines for education set by the state.
- ¶ The running of the institution will be a partnership between the professionals and the particular community in which it is located. The mechanism for such a partnership will be a board of trustees.
- ¶ Each institution will set its own objectives, within the overall national guidelines set by the state. These objectives will reflect the particular needs of the community in which the institution is located, and will be clearly set out in a "charter" drawn up by the institution. This charter will act as a contract between the community and the institution, and the institution and the state.
- ¶ Institutions will be accountable, through a nationally established Review and Audit Agency, for the government funds spent on education and for meeting the objectives set out in their charters. This agency will carry out regular reviews of every institution.

- ¶ Institutions will be free to purchase services from a range of suppliers.
- ¶ Community education forums will be set up to act as a place of debate and a voice for all those who wish to air their concerns—whether students, parents, teachers, managers or education administrators.
- ¶ A Ministry of Education will be established to provide policy advice to the Minister, to administer property, and to handle financial flows and operational activities.
- ¶ An independent Parent Advocacy Council will be established. This council will promote the interests of parents generally and will, in particular, provide assistance and support to parents who are dissatisfied with existing arrangements to the extent that they wish to set up their own school.
- ¶ Groups of parents representing at least 21 children will be able to withdraw from existing arrangements and set up their own institution, provided that they meet the national guidelines for education.

The next six sections in *Tomorrow's Schools* more fully spell out what will happen under the new system of education administration.

1. Administration at the Local Level

1.0.1 The basic unit of education administration will be the individual school or early childhood centre. Each institution will be under the overall policy control of a board of trustees—but the day-to-day control of the institution and the implementation of the policy will be the responsibility of the principal. The principal will also be the professional leader of the institution and will be responsible to the board.

1.1 The Board of Trustees

1.1.1 Institutions will have a board of trustees responsible for the broad policy objectives and the efficient and effective running of the school. The board will be expected to be responsive to community educational needs and to set programmes and courses to meet them, within national guidelines. (See section 3.3 : National Guidelines for Education.)

1.1.2 Individual institutions may each have their own boards, or they may share a common board with other institutions if the Ministry of Education (which is responsible for recommending charter approval to the Minister) is satisfied that a common charter serves the interests of all involved.

1.1.3 The role of the board of trustees will differ in detail between early childhood centres and schools. However, the broad responsibilities will be the same.

The Charter

1.1.4 In collaboration with the principal, the staff, and the community, the board will be responsible for the preparation of the institution's charter within the overall national guidelines for education. The charter will define the purposes of the institution and the intended outcomes for students. It will also define the ways in which programmes will be designed to take account of:

- ¶ the particular interests of students and potential students
- ¶ the special skills and qualifications of the staff

- ¶ the resources of the community
- ¶ the particular wishes of the institution's community.

1.1.5 The Department of Education will establish a liaison group to help boards develop their first charter.

1.1.6 While the board is responsible for the overall preparation of the charter, the details will be determined by the community and the institution's teaching staff working together. The charter will include not only the overall objectives of the institution, but also the knowledge, skills, attitudes, and values to be learned in the institution, and the standards to be achieved within the national guidelines. Both the community and the institution have a major part to play in determining these.

1.1.7 The charter of each institution will be approved by the Minister, on the recommendation of the ministry. It then becomes a contract between the state and the institution, and between the institution and its community. Charters will be reviewed from time to time, as local circumstances or national guidelines change.

1.1.8 Following the development and approval of the institution's charter, the principal and staff determine how the curriculum objectives in it are to be achieved. In doing this, the principal and staff will work within national objectives for curriculum.

Accountability

1.1.9 The board of trustees will be required to report regularly to its community on the objectives of the institution's charter, and on how well they are being achieved. It will also be expected to ensure that the community is informed regularly of the educational achievements of the institution as a whole. The institution's—and the board's—performance will be formally reviewed by the central Review and Audit Agency. There will be two years between the completion of one review and the beginning of the next.

1.1.10 The review of early childhood centres will be less formal than for schools. The precise arrangements for this are being looked at by the Working Group on Early Childhood Care and Education.

1.1.11 The board will request a review by the Review and Audit Agency in cases of public concern or disquiet about the institution's performance.

1.1.12 No trustee will be liable for "loss in good faith"—but trustees will be individually liable for fraud or wrongdoing.

1.1.13 The national guidelines will include a code of conduct for boards—including the due processes to be followed in matters of dispute.

Responsibility for Staff

1.1.14 The board of trustees will be the legal employer of teaching and support staff, and so will be responsible for staffing matters.

1.1.15 The board will appoint the principal, and will approve the appointment of basic-scale teaching staff and non-academic support staff on the recommendation of the principal. For appointment to teaching staff above the basic scale, the board will approve recommendations made by a staffing committee. This staffing committee will consist of the principal, the chairperson of the board, and a teacher from another school (to be selected by the board). The board may wish to increase numbers on interview panels to ensure appropriate representation from the community. In appointing the principal, the board may also wish to seek advice from another board, or from a principal or teacher at another institution.

1.1.16 The board will advertise all teaching positions nationally.

1.1.17 The board will adopt equal-employment-opportunities principles generally in appointment procedures; and this will be audited by the Review and Audit Agency as part of its regular review.

1.1.18 The board will comply with the terms and conditions of all (teaching and non-teaching) awards and salary scales. As well, the principles of the State Sector Act 1988 will apply to all staff employed by boards of trustees.

1.1.19 Boards may wish to obtain assistance in meeting their responsibilities as employers—for instance, from the Employers' Federation—or they may wish to "buy in" advice from commercial agencies (including education service centres).

1.1.20 The board of trustees is the legal employer of teachers and as such will be responsible for instituting procedures of teacher appraisal and discipline. However, any changes to existing procedures will have to be established in the appropriate awards.

1.1.21 The board will be responsible for approving leave for staff, and will reimburse teachers' day-to-day expense claims.

1.1.22 The board will be responsible for approving a staff development programme on the advice of the principal. The funding for

staff development programmes will come from the institution's bulk grant.

1.1.23 For more detail on teaching positions, see section 1.2.

Responsibility for Property

1.1.24 Wherever the Crown owns education property, responsibility for maintenance and capital works will be split between the board of trustees and the ministry's property unit. Where the Crown does not own the property—for instance in integrated schools and other specific cases—the existing legal contract will determine responsibility for maintenance and capital works.

1.1.25 Where the Crown owns property, the board of trustees will be responsible for all *maintenance* that can be expected to occur within a ten-year cycle. This will include both major and minor maintenance—such as the painting of school buildings; cleaning and caretaking; maintenance of grounds; plumbing, carpentry and electrical repairs; and the supply, maintenance and replacement of equipment, furniture and stores. Provision for this will be made in each year's bulk grant, and the board will be expected to budget for maintenance over a ten-year cycle.

1.1.26 The bulk grant will take into account the differing maintenance requirements of different institutions—especially at the time of the changeover.

1.1.27 Where the Crown owns the property, *capital works* will be the responsibility of the ministry's property unit. In all situations, the precise responsibilities of both parties will be set out in an occupancy agreement, which will be open to public inspection. This agreement will include the right of the board of trustees to approve final plans for any capital works.

1.1.28 The ministry will pay for repair of damage caused by major vandalism, fire, flood and earthquake. Decisions on what repairs are to be done in such cases will be made by the board and the ministry working together.

Responsibility for Budgets

1.1.29 Funding for all an institution's activities will be calculated on the basis of nationally determined formulae. This funding will be sent directly to institutions as a bulk grant—with the exception of teachers' pay which will be disbursed through separate payroll

procedures (see paragraphs 1.4.1–1.4.2). Final responsibility for how funding is allocated will lie with the board: the board will approve budgets that have been prepared by the principal and staff. If necessary, these budgets will also be prepared with professional help. (For more detail on budgets and bulk grants, see section 1.3 : Funding.)

1.1.30 The board will be responsible for the preparation and audit of the institution's accounts. The board will also send an annual set of accounts—which have been either audited or certified by an accountant—to the Review and Audit Agency.

1.1.31 The board will be able to borrow money commercially if they so desire. Because of this, it may be necessary to create a general liability—held to a specified limit of the bulk grant funds—as security for lenders. This will be further investigated by the Implementation Unit.

Administrative Services

1.1.32 The board will be able to hire administrative services as it requires. In some cases, education service centres may be able to provide full administrative services for boards. But boards will be free to obtain support and services from whatever sources they find satisfactory.

Composition of the Board

1.1.33 Each board of trustees at primary and secondary level will consist of:

- ¶ five members nominated and elected by the "parents" of students
- ¶ the principal
- ¶ one member elected by the staff from among their number
- ¶ one member elected by the student body, in the case of secondary schools, and by the pupils of Form 1 and above in the case of schools with both primary and secondary students
- ¶ two members nominated by the proprietor, in the case of integrated schools
- ¶ such other co-opted members as the board of trustees thinks fit (up to a maximum number of 4), to ensure that the board properly reflects the composition of its community, or to ensure that particular expertise is represented and available to the

board. No more than one of these co-opted members will be a teacher employed by the board.

1.1.34 The term "parents" will include any person who is the immediate caregiver of a student.

1.1.35 The members nominated and elected by "parents" will be "parents" themselves. In the case of intermediate schools and early childhood centres, "parents" can include those whose children will attend the institution within the coming year, or whose children have attended within the previous year.

1.1.36 No principal, teacher or student will be chairperson of the board.

1.1.37 Apart from the teacher representative, no other employee of the board will be eligible for election to the board.

1.1.38 The student representative will be free to withdraw from board meetings at any time if their presence is likely to compromise them. Boards will also need to be aware that in some cultures it is unacceptable for young people to work alongside those in authority.

1.1.39 All board members have the same powers and responsibilities—whether co-opted or elected.

1.1.40 Principals will use their vote in accordance with a code of conduct which will be included in the national guidelines.

1.1.41 Boards will encourage a fair representation from their community—especially from women, Maori, Pacific Island and working class parents in communities where this is appropriate.

Election and Co-option to the Board

1.1.42 Responsibility for informing the community about the board of trustees' election process will lie with the principal.

1.1.43 Elections to primary and secondary schools' boards will be held every two years.

1.1.44 To ensure board continuity, only 50 per cent of trustees will be re-elected at any one time.

1.1.45 Co-opted members will serve for a specific term to be determined by the individual board.

Attendance at Meetings

1.1.46 Board members will be paid fees to compensate for any substantial financial disadvantage incurred in being a board member. A scale of (maximum) fees for this will be established, to guide boards. Fees will be awarded at the discretion of the board itself—and will be used to compensate for lost income, and for childcare, travel and other costs.

1.1.47 The Government will examine the possibility of requiring employers to give up to 6 days' unpaid leave each year to employees who are board members, to enable them to participate fully in board business.

1.2 *Teaching Positions within Institutions*

1.2.1 As outlined in paragraphs 1.1.14–1.1.22, the board will be the legal employer of staff: it will appoint the principal; approve appointments of basic-scale teaching staff on the recommendation of the principal; and approve appointments of staff above the basic scale on the recommendation of a staffing committee. The board will determine starting salaries (within the appropriate salary scales).

1.2.2 Appointment of the *principal* will be on a contract within a salary range established nationally. The term of the contract will be negotiated between the board of trustees and the principal.

1.2.3 The appointment of certain *senior teachers* (the top senior teacher in primary schools; the top 2 teachers in secondary schools) will be on contract within a salary range established nationally. The term of the contract will be negotiated between the board and the teacher involved.

1.2.4 Appointment of *teachers* will be as employees within salary scales established nationally. A starting salary offered may be lower or higher than the salary received in the teacher's former position. A teacher's salary will not be lowered after she or he is appointed, unless this is permitted in the terms and conditions of the relevant award.

1.2.5 The rights of proprietors of integrated schools and other possible "schools of special character" (see section 5.6: The Position of "Special Character" Schools) to specify certain requirements for staff will be further considered by the Implementation Unit in consultation with interested parties.

1.2.6 The priority-rights scheme, and the primary service procedure whereby certain positions are reserved for teacher-training graduates, will be abolished.

1.2.7 The removal expenses of transferring teachers will continue to be centrally funded. All other costs—including the cost of interviewing applicants—will be funded by the institution.

1.2.8 Boards will observe the principles of equal employment opportunities in appointment procedures. This will be monitored by the Review and Audit Agency as part of its regular review.

1.2.9 Positions will be advertised nationally.

1.2.10 The board will be responsible for approving leave for staff, and will reimburse teachers' day-to-day expense claims.

1.2.11 Positions to be known as "teachers of outstanding merit"—which encompasses the concept of "lead" teachers—will be built into salary structures, to provide teachers with an incentive to remain as classroom teachers rather than seeking senior positions. To be considered a "teacher of outstanding merit", a teacher will usually need to have completed a minimum of 10 years' service and attained a suitable standard of teaching performance. Teachers considered suitable for recognition will be recommended by their board of trustees and principal, but the final judgment will be made by the Review and Audit Agency. The recognition as a teacher of outstanding merit will no longer apply once the teacher concerned takes up a senior position. The overall numbers of teachers of outstanding merit will be limited, but there will be no limit to the number of such teachers on a particular institution's staff.

1.2.12 Maximum and minimum staff:student ratios will be set in the national guidelines for education.

1.2.13 Schools will make their own arrangements for employing relieving teachers. Some relieving teachers, however, will be paid through the ministry, and not from the institution's teaching salaries grant (for more detail see paragraph 1.3.3).

1.2.14 Allowances paid to associate teachers and tutor teachers will be funded through teachers colleges, and not through the institution's own funding.

The Role of the Principal and Staff

1.2.15 The principal is and will be the professional leader of the institution. Principals will be responsible for:

- ¶ the preparatory work on an institution's charter (in consultation with staff and community and with assistance, if required, from the ministry)
- ¶ the allocation of duties and detailed objectives amongst staff
- ¶ the development of performance objectives and measures to assess that performance
- ¶ recommending the registration of beginning teachers (see section 3.4 : Teacher Training)
- ¶ ensuring that individual families are informed of the educational progress and achievements of their children.

1.2.16 Principals will be expected to work in a collaborative relationship with their staff, but will have the final responsibility for making decisions. (The board will be responsible for approving the institution's staff development programme—which will be funded through the institution's bulk grant.)

1.2.17 The role of teachers in their institution will not change dramatically. They will, however, have a more direct relationship with their employer (the board of trustees) and will be expected to participate in decisions made about budgets and about their own use of the institution's resources.

1.2.18 Institutions will be able to "buy in" any extra administrative support they may require. Allowance will be made for this in the bulk grant.

1.2.19 The Government will consider ways in which principals and other teachers taking on new responsibilities can be given training, information and support. This will be referred to the Implementation Unit.

Awards and Salary Scale Negotiations

1.2.20 Awards and salary scales for all teachers will be negotiated nationally.

1.2.21 The State Services Commission will act on behalf of employers in award and salary negotiations, and will consult with employers' representatives in doing this—as required by the State Sector Act 1988.

1.2.22 There will be no unified salary scale for teachers introduced at this stage.

Teacher Appraisal and Discipline

1.2.23 The board of trustees is the legal employer of teachers and as such will be responsible for instituting procedures of teacher appraisal and discipline. However, any changes to existing procedures will have to be established in the appropriate awards.

1.3 *Funding*

1.3.1 All funding will come to institutions as a bulk grant. This bulk grant will have two distinct components—teaching salaries and operational activities—and each will be based on its own separate funding formula. The formulae will be sensitive to the varying needs of different institutions in different areas, and will be weighted for equity considerations and the particular costs of running rural schools. The formulae will be publicly available for scrutiny.

1.3.2 The teaching salaries grant that the institution receives will have been calculated by the ministry as follows: a notional staff roll for each school (including prescribed limits on the numbers of senior-scale staff) is decided according to a nationally determined formula; weightings are calculated to take account of an institution's individual needs; and this is combined with nationally negotiated pay scales to give the salaries grant for a particular institution. The board can then decide the numbers of teachers (within given maximum and minimum staffing ratios) and at what step in the national salary scale they start.

1.3.3 The teaching salaries grant will not cover payment for relieving teachers in circumstances where the relief is necessary because of sick leave and certain government-approved study or sports leave-on-pay. These payments will be made through the ministry. Similarly, the teaching salaries grant will not cover allowances for associate or tutor teachers: these will be funded through teachers colleges. (The teaching salaries grant will, however, cover payment for relieving teachers who replace staff undertaking staff development training.)

1.3.4 The operational activities grant—to cover administration, ancillary support, maintenance, and the non-salary aspects of teaching—will have been calculated on the basis of a separate nationally determined formula. This grant will not be broken down into

specific categories of expenditure: the board of the individual institution itself will decide these expenditures. For example, the institution may decide—given the objectives and teaching programme in its charter—that a priority is replacing furniture, or providing computers in every classroom. It will seek quotations and will make decisions on the basis of the prices received. There will be no compulsion to use any particular agencies.

1.3.5 While the bulk grant has two distinct components, the board will have some discretion in the use of these funds. It will have, for instance, some leeway in the numbers of teachers it will hire, and at what rate in the salary scale it will do so. The board may decide that an extra teacher is a priority, and may use funds from the operational activities grant to create another teaching position—or to subsidise two part-time positions. Similarly, it may decide that, given the objectives set out in its charter, it should forgo a teacher position and instead use funds to buy a computer or other high-technology teaching aids.

1.3.6 The funding formula will be adjusted whenever new policies are to be implemented in institutions. This will also apply to existing policies which are not yet fully implemented throughout institutions—such as reading recovery.

1.3.7 The funding of special programmes and facilities for students with handicapping conditions will be the responsibility of the ministry.

1.3.8 Institutions will know in advance the money available to them over a given school year and will budget and allocate funds accordingly.

1.3.9 Boards of trustees will also be able to borrow money commercially (see 1.1.31).

1.3.10 Schools will not use fundraising income to augment staff salaries or staffing positions.

1.4 Payroll & School Transport Services

Payroll Services

1.4.1 For the first two years of the new structure, payroll services will be the responsibility of the Ministry of Education. During this period, the ministry may contract out payroll services to units or

organisations which have the appropriate expertise. Any contracting out arrangements will continue to use existing payroll staff.

1.4.2 At the end of two years, the ministry will review the operation of the payroll services and may make use of a range of options for providing these services.

1.4.3 Administering existing contracts for school transport will become a responsibility of the Ministry of Education. As contracts come up for renewal, the contractual responsibility will pass to the institution. Where suitable local arrangements exist, school transport services can be provided by associated boards of trustees, education service centres or other suppliers.

1.5 *Education Service Centres*

1.5.1 Education service centres will be one source of administrative services to institutions.

1.5.2 The range of services provided by education service centres will depend on the needs of the institutions, but could include: administrative support, assistance with budgets and pricing; accounting services; arranging school or other transport; providing management advice.

1.5.3 Institutions will be free to choose whether to use the education service centres or to buy services elsewhere. In some instances, education service centres may be able to provide full administrative support to those boards which require it.

1.6 *Community Education Forums*

1.6.1 Each individual institution will be responsive—through its charter—to its particular community. As well, communities will be able to express their views through community education forums. These community education forums will be informal and advisory arrangements set up on the initiative of the community, and will act as the official voice of the community on educational matters. Amongst other activities, they could:

- ¶ identify and gather together the views—both professional and consumer—of all education sectors on issues of importance
- ¶ identify and gather together views within sectors
- ¶ discuss and if possible settle local conflicts of interest

- ¶ discuss policy initiatives proposed by the ministry and provide feedback on these
- ¶ discuss broad educational issues such as new national-guidelines proposals, changes to national examination prescriptions and requirements, and the formulating of proposals to task forces.

1.6.2 Convenors will be selected by the Minister from a list of people put forward by each community and will be people in whom the community has confidence. There may be more than one convenor for each community forum.

1.6.3 Convenors will be appointed for a limited period of time as specified by the Minister. The Ministry of Education will be responsible for drawing up terms of reference for forum convenors.

1.6.4 Convenors will call forum meetings when requested to do so by an individual or group within the community, or by the ministry.

1.6.5 Funding will be available to obtain secretarial services and to meet communication expenses.

Figure 1: Lines of Accountability

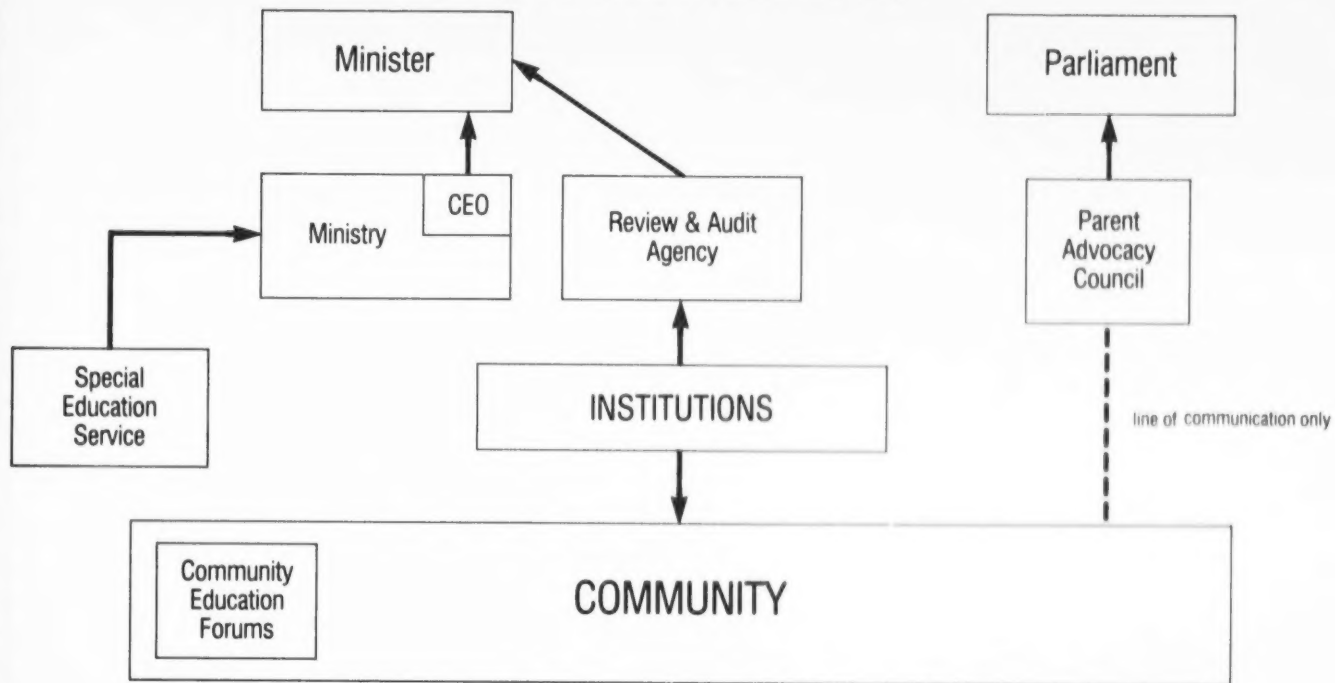
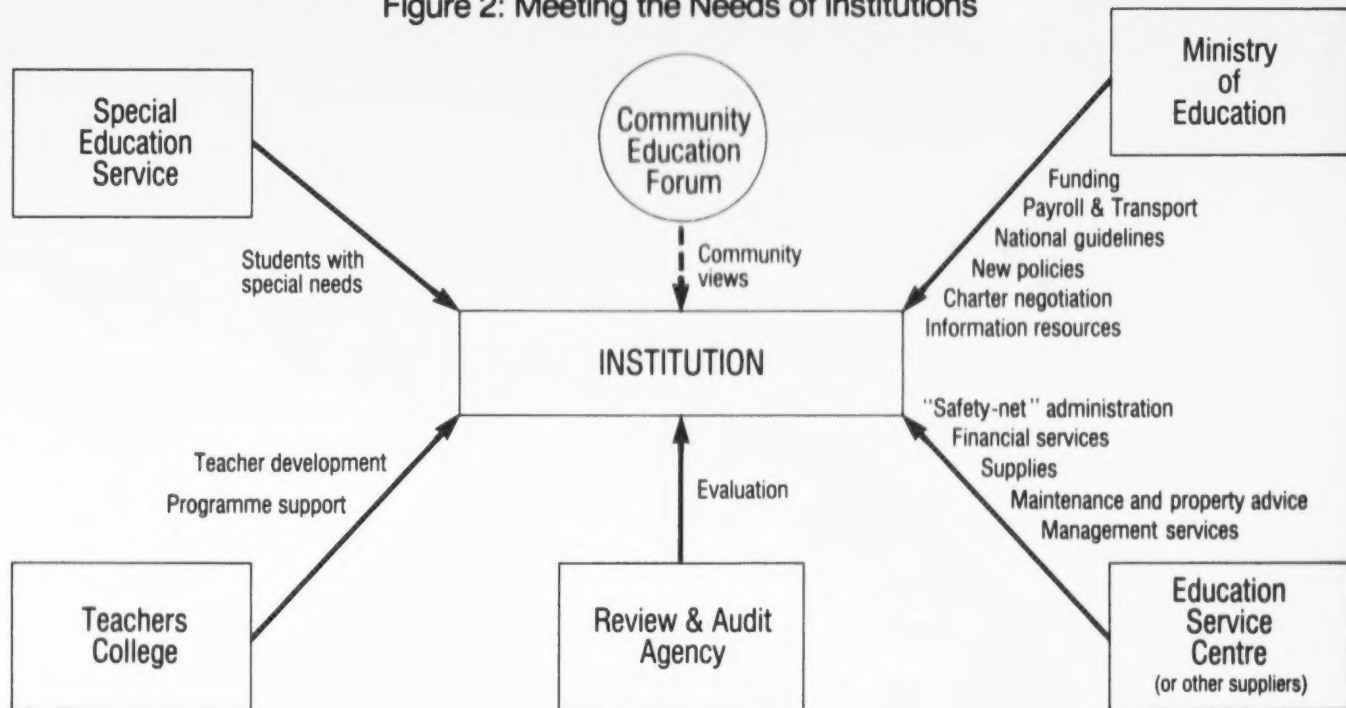


Figure 2: Meeting the Needs of Institutions



2. *Agencies at the Centre*

2.0.1 The principal education agencies at the centre will be a Ministry of Education, a Review and Audit Agency, and a Parent Advocacy Council. There will also be a Teachers Registration Board.

2.1 *Ministry of Education*

2.1.1 A Ministry of Education will be established to provide policy advice to the Minister on all aspects of education, and to oversee the implementation of national policies approved by the Minister. It will not be a direct provider of education services, although it will contract other agencies and individuals to provide certain services.

2.1.2 The ministry will be accountable, through a chief executive officer, to the Minister.

2.1.3 The ministry will have at least three units—for policy advice, property, and operational activities. Further detail on the structure of the ministry will be decided by the ministry's top management (its chief executive officer and unit managers), working within a strategic plan for the ministry. This strategic plan is yet to be developed by the Implementation Unit: it will reflect the Government's goals for education and will take into account the five principles outlined below.

2.1.4 The structure of the ministry will take into account the following principles:

- ¶ a minimum of management layers
- ¶ structures based on functions
- ¶ a fair representation of all levels of education
- ¶ the employment of staff responsible for ensuring equality of educational opportunity
- ¶ a good information base for informing policy, property and operations decisions.

2.1.5 The ministry itself will decide whether it wishes to establish a local presence in some districts. Any district or regional bodies

established by the ministry will not act as a "control" between individual institutions and the ministry.

2.1.6 The classification of unit managers' positions will be determined by the State Services Commission.

2.1.7 All ministry positions will be advertised and equal-employment-opportunities principles will apply in all appointment procedures. The principles of the State Sector Act 1988 will also apply to all staff.

2.1.8 The ministry will include, amongst its functions:

- ¶ the establishment of national guidelines for education
- ¶ responsibility for setting national curriculum objectives which will form part of the national guidelines for education (curriculum activities, however, will be undertaken by contractual arrangements with the ministry as required)
- ¶ recommending approval of charters to the Minister (and advice to institutions on preparation of initial charters if requested)
- ¶ the ownership of educational property and responsibility for capital works
- ¶ funding of all institutions
- ¶ responsibility for payments in cases of major vandalism, fire, flood and earthquake damage.

2.1.9 The National Library will be independent of the ministry (see section 4.11 : National Library); and the Visual Production Unit, the Audio Production Unit and the School Publications branch of the department will be brought together as one business unit outside the ministry (see section 4.10).

2.2 *Education Policy Advice*

2.2.1 As the need arises, the Minister will establish specific task forces to assist with policy development for limited periods of time. There will be no permanent independent body established to formulate policy.

2.3 *Review and Audit Agency*

2.3.1 An independent body—the Review and Audit Agency—will be established to ensure that institutions are accountable for the government funds they spend and for meeting the objectives set out in their charter. The Review and Audit Agency will also comment

on the performance of other elements in the system—the Special Education Service's supply of services to institutions; the teachers colleges' supply of general advisory services to institutions; and the ministry's provision of policy advice and overseeing of policy implementation (as it affects the performance of institutions).

2.3.2 The Review and Audit Agency will itself be accountable, through a chief executive officer, to the Minister.

2.3.3 The Review and Audit Agency will review institutions through multi-disciplinary teams with expertise in curriculum, financial and management support, equal employment opportunities, and equal educational opportunity. Each team will also have on it a community representative, and a principal co-opted from another institution.

2.3.4 There will be regular reviews on a two-yearly basis: there will be two years between the completion of one review and the beginning of the next.

2.3.5 The regular reviews will be a co-operative endeavour, aimed at helping boards to meet their objectives and review their own performance. After an initial visit—which would include input from the community—the review team will produce a report which identifies strengths and weaknesses of the institution and its administration, and makes recommendations for improvements. The institution will have an opportunity to comment on the report and make changes in its teaching and management. A second visit will be made one term later. A subsequent, detailed report from this review will make recommendations for any changes deemed necessary. If the report sets out serious deficiencies in the management of the institution or in the achievements of its students, notice will be given of a third review six months later. This further review could lead to the dismissal of the trustees, if the deficiencies have not been dealt with in ways that produce significant improvement.

2.3.6 Boards of trustees will send an annual set of accounts—which have been either audited or certified by an accountant—to the Review and Audit Agency.

2.3.7 There will be provision for special reviews, which will be undertaken on the initiative of the Minister, the Review and Audit Agency, or the board of trustees itself, in cases where there is public disquiet or concern about an institution's performance. This special review will determine the facts of the matter, and it could result in

either: a requirement for the board to take specific action; the dismissal of the board and a new board being elected; or the dismissal of the board and a statutory manager being appointed in its place until such time as a new board is elected.

2.3.8 Reports on both regular reviews and special reviews will be made public.

2.3.9 During 1989, the Review and Audit Agency's chief executive officer will develop a strategic plan—including the methodologies to be used in the reviews of different types of institutions, and the structure of the Review and Audit Agency itself. (The question of the agency's presence at local, district or regional level will also be decided by its chief executive officer.)

2.3.10 The Review and Audit Agency will be responsible for granting exemption from enrolment and attendance at school. Home-based schooling will be monitored in its effectiveness by the Review and Audit Agency (see section 5.4 : Home-Based Schooling).

2.3.11 The Review and Audit Agency will make the final decision on designating "teachers of outstanding merit", on the recommendation of the principal and the board of that teacher's institution.

2.3.12 Those conducting reviews will not have any other function. In particular, they will not take on responsibility for advice and guidance to institutions, apart from any recommendation they wish to make in their reports and through their review process.

2.4 *Parent Advocacy Council*

2.4.1 An independent Parent Advocacy Council will be established, to promote the interests of parents at all levels of education.

2.4.2 The role of the Parent Advocacy Council will be one of "last resort". As such, it will be limited in its functions. These will be:

- ¶ to disseminate information about the education system and the rights and obligations of those in it
- ¶ to help groups and individuals whose needs are not being met or listened to elsewhere in the system—for instance, at the local institution or community education forum levels

¶ to assist parents who wish to educate their children at home, or who wish to set up a separate school

¶ to represent and promote the interests of parents generally.

The council will not become involved in complaints about the day-to-day running of institutions.

2.4.3 The Parent Advocacy Council will be accountable directly to Parliament, and will report to Parliament on an annual basis.

2.4.4 The council's members will be appointed by the Minister. A membership that reflects New Zealand's general population—in terms of its ethnic, gender and income composition—will be encouraged.

2.5 *National Education Qualifications Authority & the Board of Studies*

2.5.1 The Government will consider the roles and functions of these bodies when it has received the report of the Working Group on Post-Compulsory Education and Training.

2.6 *Teachers Registration Board*

2.6.1 A Teachers Registration Board will be established. This will be a small independent body, responsible for determining the conditions and requirements under which teachers will be able to be registered as teachers. It will also be responsible for approving registration of teachers, and for maintaining a register of teachers. Recommendation for registration of a beginning teacher will come from the principal of the institution(s) where the teacher has worked over a given qualifying period. Other non-registered teachers will be able to seek registration themselves. (For more details on teacher registration see paragraphs 3.4.4–3.4.6 in section 3.4 : Teacher Training.)

2.6.2 The Teachers Registration Board will also decide if a teacher's name is to be removed from the register, and will determine the conditions under which this could occur.

2.6.3 The Teachers Registration Board will be representative of employing bodies and teachers, and will be funded by the teachers themselves.

3. National Issues Impinging at Local Level

3.0.1 Equity issues, Maori interests, national guidelines for education, teacher training, and sale of assets are national issues that have implications at a local level.

3.1 Equity Issues

3.1.1 Equity objectives will underpin all policy related to the reform of education administration. These equity objectives will be:

- ¶ to ensure that a new system of education administration promotes and progressively achieves greater equity for women, Maori, Pacific Island, other groups with minority status; and for working class, rural and disabled students, teachers and communities
- ¶ to ensure that equity issues are integrated into all aspects of changes in education administration and not treated as an optional extra
- ¶ to acknowledge that the present system of education administration includes some features which promote equity and which should not be lost as a result of changes
- ¶ to recognise that equity is best achieved through systems which combine enabling legislation with awareness and education
- ¶ to ensure that the systems which are put in place enable the monitoring of progress towards equity goals.

3.1.2 The Ministry of Education, the Review and Audit Agency, and the individual boards of trustees will be bound by the equal-employment-opportunities requirements set down in the State Sector Act 1988. Compliance with these requirements will be audited by the Review and Audit Agency as part of its regular review of institutions.

3.1.3 The Ministry of Education will employ staff responsible for ensuring equality of educational opportunity.

3.1.4 The national guidelines for education will include a section on the objectives and strategies for equal-employment and equal-educational opportunities.

3.2 *Maori Interests*

3.2.1 Opportunities will be made available to parents who wish to have their children learn or be educated in the Maori language.

3.2.2 The whanau will be able to have access to and participate in education. This will be possible through individuals within the whanau being eligible for election to the board of trustees, and also through the close partnership envisaged between the community and the institutions—especially when the charter is being negotiated; when the board reports to the community (see paragraph 1.1.9 in section 1.1 : Board of Trustees); and when the institution is formally reviewed by the Review and Audit Agency.

3.2.3 Maori parents—as other parents—will be able to educate their children at home or establish their own institutions if the system is not sufficiently responsive to their needs (see section 5.4 : Home-Based Schooling and section 5.5 : Withdrawal from Existing Arrangements).

3.2.4 The interests of Maori education will be represented throughout each of the agencies at the centre.

3.3 *National Guidelines for Education*

3.3.1 There will be national guidelines for education. These will be the means of setting, maintaining and developing national standards of achievement in education, and will be an expression of matters of national interest. The national guidelines will set the parameters within which each individual institution will work.

3.3.2 Each institution's charter will be based on the national guidelines. Individual variations within the national guidelines will reflect the particular needs of the institution's community.

3.3.3 The national guidelines will include:

- ¶ an expression of the principles of equity as the underpinning of education administration
- ¶ national curriculum objectives
- ¶ a code of conduct for boards of trustees
- ¶ a code of conduct for principals.

3.4 *Teacher Training*

3.4.1 The Government will determine the number of teacher trainees it will fund. However, teachers' colleges will be able to take additional trainees if they can find other sources of funding for them.

3.4.2 Staff development programmes will be approved by the institution's board of trustees and funded from the institution's bulk grant.

3.4.3 Allowances for associate teachers and tutor teachers working in individual institutions will be funded through teachers colleges, not through that institution's own funding.

3.4.4 A system of teacher registration will be set up, through a national Teachers Registration Board (see also section 2.6). Beginning teachers will be eligible for registration after a given period of classroom teaching. Teachers without formal qualifications (but who have appropriate non-formal qualifications) will also be eligible for registration.

3.4.5 Principals will be responsible for recommending registration of a beginning teacher to the Teachers Registration Board. Other teachers will be able to seek registration themselves.

3.4.6 A review system for teachers who are declined recommendation or registration, or who have their name removed from the register, will be considered by the Officials' Working Group on Occupational Regulation. This working group will also consider the question of whether or not the registration of teachers should be compulsory.

3.5 *Sale of Assets*

3.5.1 As mentioned in paragraphs 1.1.24 to 1.1.27, the Crown will own those education properties it owns now. Funds from the sale of surplus educational institution property will be used by the Ministry of Education's property unit for further property improvements at institutions. Where donated or confiscated land—or land subject to Waitangi Tribunal claims—is to be sold, satisfactory arrangements will be made with the donors or original owners.

3.5.2 To promote the better use of the education system's property assets, an incentives package for institutions will be devised by the Ministry of Education's property division.

3.5.3 Businesses, property and other assets owned by the Crown may be sold off to potential purchasers. Education Board and surplus departmental assets may be sold to former education board employees, departmental staff and others who may wish to own these assets as a base for providing services to institutions.

3.5.4 A register will be set up for assets that are likely to be sold off, identifying these assets as closely as possible with particular services. This register will form the basis of any negotiations between the Crown and potential purchasers.

3.5.5 Any priority or assistance that may be given to former education board or departmental staff in buying education system's assets or businesses will be negotiated during redeployment and redundancy discussions with the unions involved.

4. *Special Teaching Groups & Resources*

4.0.1 The new system will alter how special teaching groups and resources are organised. This section sets out the major changes.

4.1 *General Advisory Services*

4.1.1 General advisers will be attached to teachers colleges. Each college will clearly set out the level and types of general advisory services available to institutions in its catchment area.

4.1.2 After an initial two years, general advisory services will be reviewed by the ministry with a view to moving to full cost recovery. Under full cost recovery, funding would go directly to institutions' bulk grants, and institutions would buy services as they required.

4.1.3 Some general advisers will—from time to time—be employed under contract to the ministry, to support particular curriculum initiatives. These contracts will be for specified periods.

4.1.4 A review of teachers colleges will be undertaken in 1991, to rationalise the basis of employment for lecturers and advisers.

4.2 *Special Education Advisers*

4.2.1 Special education advisers—psychologists, visiting teachers, speech-language therapists, and advisers for the education of handicapped, deaf and visually impaired students—will be employed in the Special Education Service. This will be a free-standing self-administering body, which will be contracted by the ministry to provide services to institutions. The contract with the ministry will be negotiated annually.

4.2.2 District agencies will be set up at the discretion of the general manager of the service. Individual agencies will supply services on the basis of general guidelines agreed to in the contract with the ministry, and in accordance with an agreement reached with schools in their area.

4.2.3 Special education teachers who are itinerant specialists involved with individual children will either be attached to host institutions (and funded under contractual arrangements with the ministry) or be employed by the Special Education Service.

4.2.4 Institutions will be able to use services provided by agencies or individuals other than the Special Education Service.

4.2.5 Individual parents will be able to use the Special Education Service. The time allocated to parent assistance will be negotiated in the contract with the ministry.

4.2.6 The managers of district agencies will appoint their own staff under normal awards and agreements. As well as employing special education advisers, they will be able to hire the specialist skills of those such as occupational therapists, family counsellors and sexual abuse counsellors.

4.2.7 Eighty per cent of funding for special education advisers and associated costs will be allocated to the Special Education Service. The remaining 20 per cent will be included in the bulk grant to institutions for use in purchasing specific services, identified by the institution's teachers. After an initial two years institutions will be able to receive up to 100 per cent of their special education funding to use in buying services from either the Special Education Service or other suppliers.

4.2.8 The Special Education Service will not be monitored directly but its supply of services will be monitored through the Review and Audit Agency's review procedures for individual institutions.

4.2.9 Policy advice on special education will be provided by the ministry.

4.3 *Early Childhood Advisers*

4.3.1 The Government will consider the position of early childhood advisers when it has received the report of the Working Group on Early Childhood Care and Education.

4.4 *Education Officers in Museums, Zoos & Art Galleries*

4.4.1 Funding for these education officers will be provided directly to their museum, art gallery and zoo controlling authority.

The controlling authority will also become the education officer's employer, and so conditions of employment and salary scales will need to be re-negotiated.

4.5 *Correspondence School*

4.5.1 The Correspondence School will be under the control of a board of trustees who, together with the principal, will carry out the same functions as a board of trustees for any other primary or secondary school. Staff responsibilities and conditions of employment will be on the same basis as other primary and secondary schools.

4.5.2 Some of the funding for the Correspondence School will be through a bulk grant. The Correspondence School will also charge other institutions a tuition fee in those cases where a student is enrolled at an institution and is also receiving tuition from the Correspondence School.

4.5.3 Other agencies will be able to offer correspondence or distance education.

4.6 *Special Schools & Other Learning Units*

4.6.1 Special schools will be run in the same way as other state schools, except that they will have their own separate funding formula.

4.6.2 The final form of the institutional arrangements for classes arranged for children in hospital, in Department of Social Welfare homes and in health camps will be considered in more detail by the Implementation Unit. There will be further consultation with the schools or units to decide whether they are to be schools with their own charters or are to be attached to host institutions.

4.6.3 Arrangements for multicultural resource centres and the placement of "New Settlers" programmes will be further considered by the Implementation Unit.

4.7 *Units Associated with Institutions*

4.7.1 Activity centres attached to secondary schools will continue—under the charter of their host institution, whose bulk grant will be weighted to take account of this. At the time of the first Review and Audit Agency review, the community will be invited to

give their views on whether, and in what form, the activity centre will be provided in the future.

4.7.2 Manual training centres will be attached to a host institution, and will operate under its charter. The host institution will charge other institutions who use the centre, for the cost of classes.

4.7.3 Work experience classes and transition units for young people at risk of unemployment on leaving school will continue, under the charter of a host institution. Funding will be provided through the host institution, whose bulk grant would be weighted accordingly.

4.7.4 Special classes for children who have significant learning impairments through intellectual and physical handicaps will continue. An institution with such a class or unit will receive specially tagged funding through its bulk grant. The institution's charter will include provision for the class(es) or unit(s).

4.8 REAP

4.8.1 The Rural Education Activities Programme (REAP) will be reviewed in 1990 to investigate whether resources should be distributed on a more equitable basis.

4.9 Teachers Centres & Education Centres

4.9.1 The nine fully funded teachers/education centres that currently exist will be attached to teachers colleges. They will continue to be fully funded by the government for two years from the changeover date. At the end of this transition period these centres—and other resource centres that are partially funded by the government—will operate on a full cost-recovery basis, as part of teachers colleges' training programmes. (As a result, their funding will instead go to institutions as part of the institution's bulk grant.)

4.10 Visual Production Unit, Audio Production Unit & School Publications

4.10.1 The Visual Production Unit, the Audio Production Unit and School Publications will be brought together as a single business unit outside the ministry.

4.10.2 For its first 18 months, this enterprise will be fully funded. A modest cost-recovery target will be set for the 1991/92 financial year.

4.10.3 The Treasury will investigate an appropriate structure for this enterprise.

4.11 *National Library*

4.11.1 The National Library will be funded independently of Vote: Education.

4.11.2 The management of National Film Library will be transferred to the National Library. The School Library Service will continue under the management of the National Library.

4.11.3 All library education services will be funded on the same basis, and will have the same systems of cost recovery as the National Library.

4.12 *Education Gazette*

4.12.1 The position of the *Education Gazette*—which will lose its monopoly over advertisements for teaching positions in institutions—will be further considered by the Implementation Unit.

5. *Practical Issues of Schooling*

5.0.1 Under the new system, a number of practical issues of schooling will be affected. This section explains the main implications.

5.1 *Compulsory Schooling*

5.1.1 The current legislative provisions for compulsory schooling will remain unchanged and education will be compulsory between the ages of 6 and 15. From 1 October 1989, however, responsibility for ensuring that students attend school will pass to a school's board of trustees.

5.1.2 Deciding who is responsible for the suspension and expulsion of students will be considered further by the Officials Committee.

5.2 *Curriculum Decisions*

5.2.1 There will be a set of national curriculum objectives established within the national guidelines for education. Optional elements possible within the national objectives will be determined by the community and the institution working together, and will be expressed in the institution's charter. Parents and the community will also have a part to play in the establishment of the national curriculum objectives, through consultation via community education forums.

5.3 *Enrolment Schemes*

5.3.1 There will be an enrolment scheme for secondary schools available for use in communities which need to regulate the catchment areas for schools. This scheme could also apply to primary schools where required.

5.3.2 The purpose of the enrolment scheme will be to ensure that students can attend a state school reasonably convenient to their

home, to give parents maximum choice, and to make the best use of existing school plant. The enrolment scheme will work as follows:

- ¶ a maximum roll will be set for every school as part of its charter negotiations with the ministry—available accommodation will be a significant, but not the sole factor, in deciding on the maximum-roll figure
- ¶ within the total maximum roll, a threshold roll to accommodate "home-zone" pupils will be established
- ¶ all pupils living within the home zone will be guaranteed enrolment
- ¶ the ministry will negotiate the home zone for a school and will establish its threshold limit
- ¶ where a school still has unfilled places after enrolling home-zone pupils and where there are more out-of-zone applicants than there are places available, these will be filled by ballot
- ¶ once students have been admitted to a school their brothers and sisters can also attend that school, on the same basis as home-zone pupils
- ¶ there will be provision to review the home-zone area, and the maximum-roll and threshold-roll numbers, and to vary them if necessary.

5.3.3 The details of this scheme will be further considered by the Government.

5.3.4 Enrolments to integrated schools will continue to be controlled through a maximum roll.

5.4 *Home-Based Schooling*

5.4.1 Parents will continue to be able to educate their children at home, provided that a standard of education similar to that available in an institution is maintained.

5.4.2 Exemption from enrolment at school and subsequent attendance will be granted by the Review and Audit Agency.

5.4.3 A standard charter for home-based schooling will be used as a basis for negotiations between the parent(s) who wish to educate their child at home, and the Review and Audit Agency. This charter will allow the agency to monitor the student's educational progress, and so ensure that it is regular and comparable to that provided by institutions.

5.4.4 Children being taught at home will have the right to enrol in Correspondence School courses. Their parent(s) will receive a home-based schooling allowance based on that currently given to the parents of Correspondence School students.

5.5 *Withdrawal from Existing Arrangements*

5.5.1 Groups of parents will be able to withdraw from an existing institution and set up a separate one if the particular educational needs of their children cannot be met locally.

5.5.2 The parents will have to represent at least 21 students and, once their charter is approved, the new institution will be funded by the state in the same way as other institutions.

5.5.3 The Parent Advocacy Council will assist parents in negotiating with the Ministry of Education to establish a new institution and to have its charter approved. The setting up of a new institution will be a last resort, and its charter must be consistent with national guidelines.

5.5.4 The new institution may be set up in buildings within an existing institution, or in an entirely separate location.

5.6 *The Position of "Special-Character" Schools*

5.6.1 The definition of "special-character" schools (which currently covers integrated schools only) will be extended to include kaupapa Maori schools, bilingual schools and others where the Minister decides a "special character" exists—such as schools established under the withdrawal or "exiting" provisions of the new system. Single-sex schools, however, will remain a separate category of general schools.

5.6.2 Special-character schools will have their own charter and board of trustees and, in most administrative respects, will resemble other institutions.

5.6.3 The Government will further consider the position of integrated schools, in consultation with the interested parties.

5.6.4 Private schools will largely be unaffected by the Government's reforms of education administration.

5.7 *Community Schools*

5.7.1 Community schools are a new concept which combines elements of early childhood education, compulsory schooling and community education within the one institution. Negotiations will be held between the Ministry of Education and institutions wishing to become community schools over:

- ¶ the age group catered for
- ¶ the size of the maximum roll
- ¶ the extent of the school's home zone.

5.8 *Out-of-School Classes*

5.8.1 Funding for out-of-school classes will be transferred to institutions as part of their bulk grant.

5.8.2 The Implementation Unit will consider whether this funding is to be distributed to a wider range of institutions than it is at present.

5.9 *Evening Classes*

5.9.1 The Government will consider arrangements for non-formal evening education classes when it has received the report of the Working Group on Post-Compulsory Education and Training.

6. *Making the Change*

6.0.1 The changeover to the new system of education administration will take place on 1 October 1989. The new system will bring about marked changes in structures and organisations. To ensure a smooth transition from the old to the new, considerable planning has gone into the process of implementation.

6.0.2 Mention has already been made of the Implementation Unit. This unit (directed by the chief executive officer of the Department of Education) will have working to it several key working groups, each responsible for reporting on matters that need to be considered as the new system takes shape. A separate Officials Committee (chaired by the State Services Commission) will have responsibility for overseeing matters connected with the new non-ministry agencies at the centre. As mentioned in the Introduction, these two bodies will consider the detail and any further implications of decisions the Government has already made. They will report to the Cabinet in time for any proposals to be included in the 1989 budget round.

6.0.3 Because much of the detail is yet to be resolved, it is essential that everyone involved is properly informed of what is happening and how and when it is going to happen.

6.1 *Assistance to Institutions and Boards*

6.1.1 The Department of Education will establish a group of liaison staff who will visit institutions and assist with charter development and management advice when required. School inspectors and other appropriate officers of the department and other agencies will be selected to assist the liaison staff with this work for a specified period during the transition. This liaison function will cease after approval of the charter.

6.1.2 Where institutions feel unable to manage their own affairs during the first two years of the new arrangements, the ministry will provide "safety-net" assistance through contracts with other agencies. This assistance will be a temporary measure only, and will be paid for out of the institution's bulk grant. The ministry will call for

tenders over a specified geographical area, to provide services to institutions who are experiencing administrative difficulties.

6.1.3 Resource materials and training packages will be produced to help boards, institutions and their communities to prepare for the change.

6.2 *Assistance to Education Board and Departmental Staff*

6.2.1 Full information on the relevant changes will be given to all staff at an early stage.

6.2.2 Staff will be made aware of the possibilities and options available to them. The services of trained and committed staff will be retained until they are required in the new structures; those whose services are no longer retained in the education system will be provided with assistance—within existing or yet-to-be-negotiated agreements—to find a job elsewhere.

6.2.3 Education board and departmental staff will be offered help in setting themselves up as education service centres or in marketing their services as individuals. Redeployment and redundancy negotiations will include the sale of assets to former staff where this is appropriate. (Matters connected with this will be further considered by the Implementation Unit.)

6.3 *The Transfer of Responsibilities*

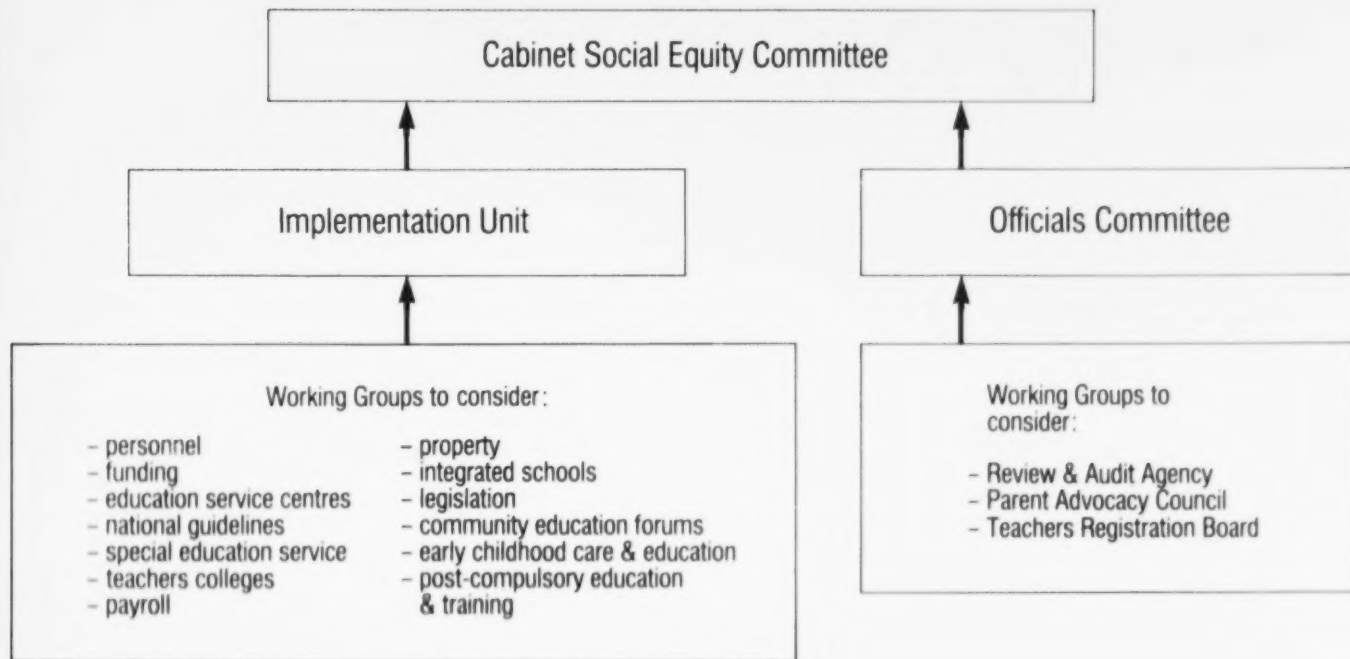
6.3.1 Until 1 October 1989, administrative functions will continue to be performed by those organisations which perform them now. At the date of the changeover they will pass to the new agencies. In particular:

- ¶ Boards of trustees will have responsibilities for the running of institutions from 1 October 1989. Bulk grants will commence at the beginning of the 1990 school year.
- ¶ Staffing entitlements for the 1990 year will be done by education boards; thereafter, responsibility will pass to the ministry (who will indirectly establish staffing entitlements in that they will be responsible for funding formulae and the national guidelines).
- ¶ Staffing appointments in all primary schools, for vacancies to be taken up at the beginning of the third term of 1989, will be

made by the education boards. The boards will ensure that schools begin the third term fully staffed. Thereafter, responsibility for filling vacancies will pass to the boards of trustees.

- ¶ From 1 October 1989, all education employees will have new employers; as well, some will move to contract positions. The arrangements for this move will be further considered by the Implementation Unit.
- ¶ Cash grants, and the equipping and furnishing of institutions, will be done in the usual way for the whole of the 1989 school year. Thereafter, institutions will make their own arrangements and funding will be provided through the bulk grant.
- ¶ Maintenance projects that were either in progress or approved as at 1 October 1989 will remain the responsibility of existing agencies until each project is completed and paid for under the terms of its contract. Thereafter, responsibility passes to the individual institution's board of trustees.
- ¶ All capital works that were either in progress or approved as at 1 October 1989 will be taken over by the ministry's property unit.
- ¶ Other transfers of responsibilities—for instance, between school inspectors and the Review and Audit Agency—will be considered in more detail by the Implementation Unit.

Figure 3: Implementing the Changes



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